

# 11 Priority Site Analysis

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## 11.1 Introduction

In 2006, the ECDC developed the following list of economic vitality categories.

- High density / multi-family development
- Increase industrial base
- Recreational / leisure areas / preserve natural areas
- Commercial development standards
- Mixed use zoning /Town Center concept (Vine Street)
- Entertainment district
- Senior / assisted living areas )
- Education facilities (*not discussed*)

The ECDC, Lake County Planning Commission and the Chagrin River Watershed Partners examined these issues during the planning process in 2008. The following section discusses specific sites and development suggestions in the City that correspond to the categories listed above. Zoning, land use patterns, traffic volumes, market conditions and environmental variables were evaluated during the process to provide realistic and desirable recommendations to the City's decision-makers.

These sites have agreed upon design principles from the ECDC and should be considered priorities during the implementation of the plan. Action plan/Implementation strategies are discussed in Chapter 12. A generalized plan map is also provided to summarize the major recommendations of the plan.

It is important to note the applicability of the Vine Street Corridor Design Guidelines Manual (2003) as it relates to economic development. Multi-family development, mixed used zoning, and design guidelines are clearly established in the document and supplement this current comprehensive plan.

## 11.2 Analysis

### Category 1 High density / multi-family or (assisted living)

#### Narrative

Eastlake is and will continue to be a predominately single family bedroom community. The initial residential pattern is typical of most post WWII suburban communities (small lot, high density single family dwelling units). The City transitioned into less dense patterns in the 1980's and 1990's in the eastern portion of the City as homebuyers desired larger homes on larger lots.

Traditional apartment style multi-family developments exist primarily along Vine Street providing a built-in customer base for adjacent businesses (Map 11.1). More recent multi-family developments are fee simple ownership and have the appearance of single family developments. (Map 11.2)

As of July 2008, approximately 3% of the land in Eastlake was classified as multi-family. Multi-family dwelling units are an important component to the physical make-up of the community as they provide housing alternatives for seniors, first time homebuyers, empty nesters and residents who desire maintenance free living.

#### Goal

Provide additional sites for moderate to high density residential development that support and will enhance the current land use pattern of the City.

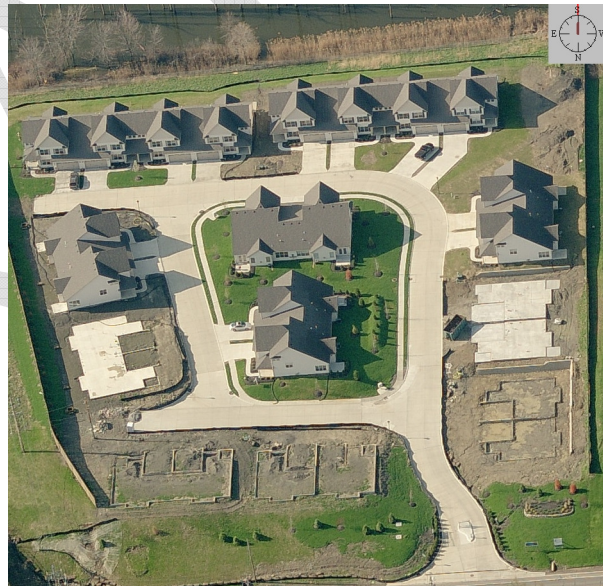
#### Planning principles

Traditionally, multi-family zoning serves as a 'transition' between commercial and single family land uses. More recently, residential land uses have been included into new mixed use developments or incorporated into the redevelopment of existing commercial areas. Both of these scenarios exist in Eastlake.

**Map 11.1: Traditional Multi-Family Units**



**Map 11.2: Current Multi-Family Development**





In areas with unique environmental attributes, increased density is achieved through the preservation of a percentage of open space based on provisions of the ordinance (wetlands, steep slopes, riparian).

Additional considerations for appropriate multi-family/high density residential development should include:

- Proximity to public transit
- Public infrastructure capacity
- Impact of surrounding land use pattern (noise, traffic, storm water)
- Impact on environmental features
- Access to arterials/collector roads to minimize traffic volumes on local residential streets.

## Suggested locations

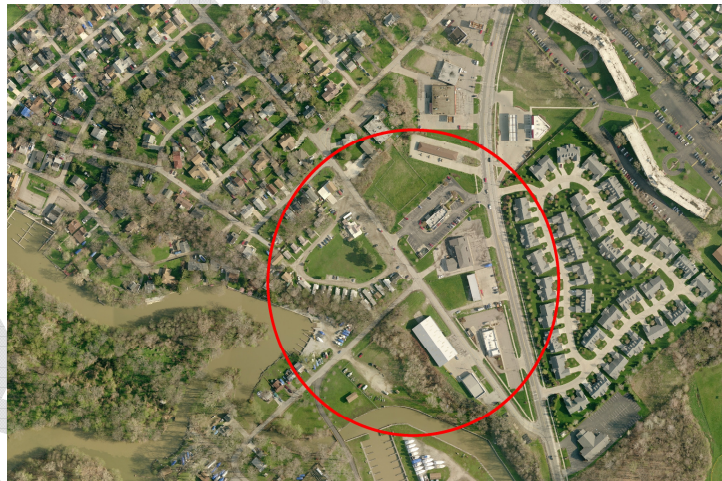
### 1. Lakeshore Blvd. ridge area

The 1991 Plan (not adopted) and 2005 Coastal Development Plan identified this area as suitable for multi-family development, preferably fee simple condominiums (Map 11.3).

The surrounding land use pattern and permissive zoning provide a real opportunity to create a new area of desirable waterfront living (Map 11.4).

The current zoning LS-DD, does allow for townhomes at a density of five units per acre. Potential density increases may be considered if preservation of the hillside areas is required. Developers must evaluate the site with due considerations of the topography and floodplain areas in the Valley.

**Map 11.3: Lakeshore Blvd./Forest Drive Area**



Current zoning	LS-DD, Lakeshore Development
Permitted use	Yes
Previous plans	1991/2005 planning documents indicate residential uses while capitalizing on natural features, viewshed and aesthetic appeal of area (Map 11.4)
PCA/PDA	PDA
Code requirements	Currently permitted
Desired use	Residential
Other site considerations	Evaluate steep slope and floodplain areas during design review. Encourage public access to the river front as part of site plan review process (Map 11.5). This may be achieved with an agreement to allow a higher density. Consider a reduction in the amount of businesses permitted uses which may dilute the intent of the LS-DD.

**Map 11.4: Conceptual Development along Lakeshore Blvd.**



**Map 11.5: Conceptual Waterfront Boardwalk / development**





**Map 11.6: Conceptual Bluff Edge Development**



**2. Classic Park parking lot (potential component of mixed use development *see Map 11.39*)**

**Map 11.7: Classic Park Parking Lot (red)**

The location of this six acre site (proximity to Classic Park/SR 2/Vine Street) and lack of development obstacles provide the best opportunity for mixed use development (Map 11.7). While the site is well suited for commercial/office, future development programs should consider a high density multi-family component to compliment future businesses.

This area is currently zoned B-1 and does not permit residential uses. The site also provides the majority of the parking for Classic Park, fulfilling a legal agreement between the organization and City.





Current zoning	B-1, Retail Business
Permitted use	No
Previous plans	1991- identified as a part of commercial, multi-family and office space 2003-expand economic impact of the stadium by maximizing development opportunity, promote higher density of site (include residential)
PCA/PDA	PDA
Code requirements	Existing B-1 permitted uses would need to permit residential uses or a new mixed used zone or overlay zone could be established.
Desired use	Mixed use development with high density multi-family element component
Other site considerations	Parking provisions for Classic Park will need to be modified. The creation of a parking deck on site may be a consideration for events and onsite development.

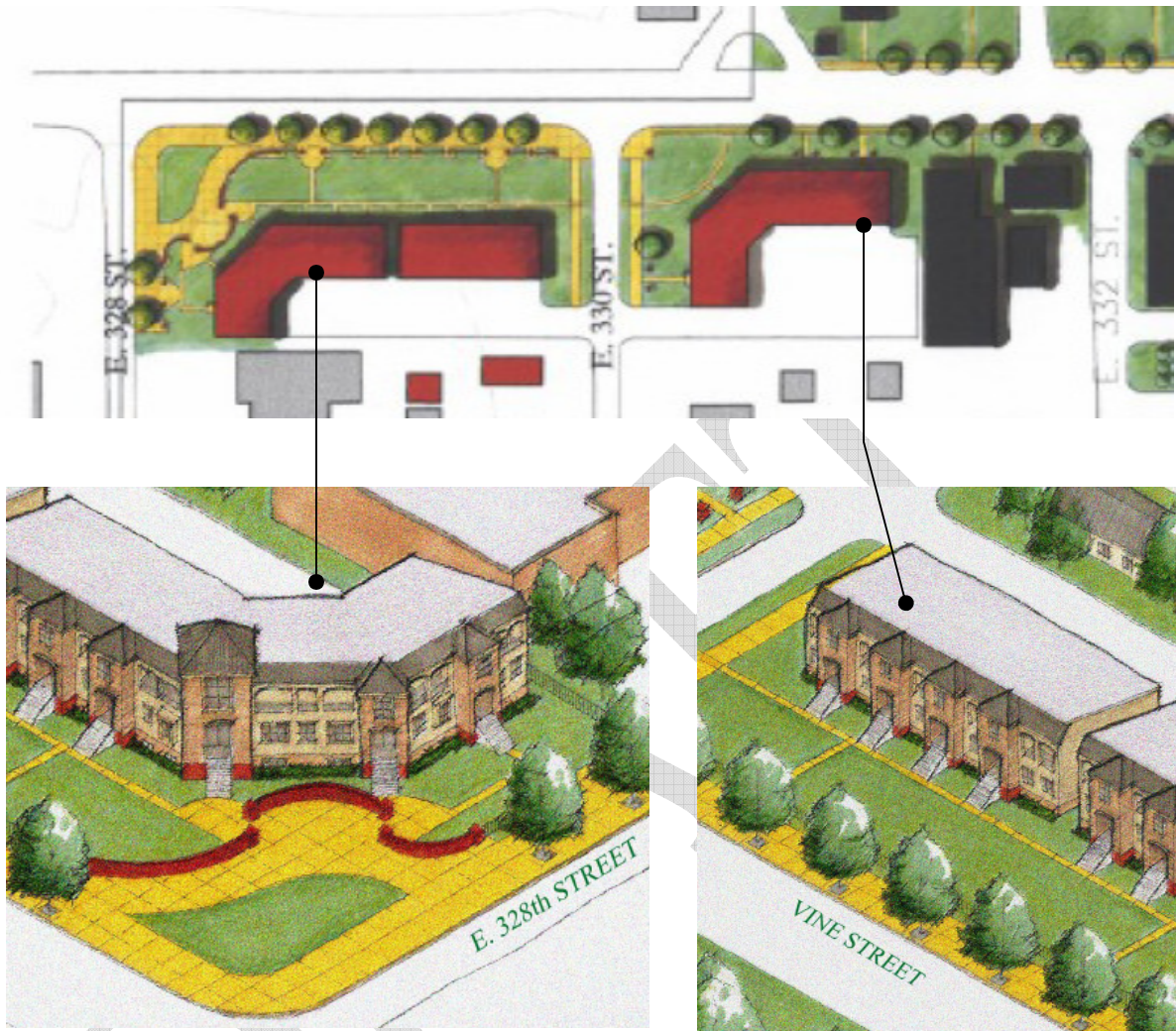
### 3. South side of Vine Street (opposite Waverly Rd.)

Multi-family development was programmed for this area (Gateway Village) in the Vine Street 2020 plan (Map 11.8). *“This district creates a residential entry to the Vine Street corridor from Willowick on the west. It builds on the current concentration of apartments and single family homes in the area by encouraging further residential development at a higher density, in townhomes, garden apartments and condominiums.* This land use is still appropriate.

Senior care uses are encouraged and remain appropriate on the north side of Vine Street in between Hulett and Waverly.

Current zoning	B-1,-Retail Business, R-MF-Multi-family
Permitted use	Yes
Previous plans	1991- identified as a part of commercial, multi-family and office space 2003- multi-family
PCA/PDA	PDA
Code requirements	Existing B-1 permitted uses would need to permit residential uses or a new mixed used zone or overlay zone could be established.
Desired use	High density multi-family component
Other site considerations	Existing structures, businesses, reduced parking requirements, reduced setbacks.

**Map 11.8: Multi-Family Units Along Vine Street (red).**



#### 4. North side of Vine Street (between Jennison and SR 91)

As part the need to provide larger areas of B-1 zoning, ECDC discussed an extension of Jennison Drive to SR 91 and increasing the depth of the B-1 zone to this new area (Map 11.9). Should this occur, new multi-family, preferably condominiums, could serve as the transition land use between potential new commercial and existing single family residential (Map 11.10).

**Map 11.9: Jennison Drive Extension (Multi-family area)**



Current zoning	R-60, Single Family
Permitted use	No
Previous plans	1991- identified as a part of commercial, multi-family and office space 2003-expand economic impact of the stadium by maximizing development opportunity, promote higher density of site (include residential)
PCA/PDA	PDA
Code requirements	An overlay zone should be created to permit row style condominium style development in commercial areas.
Desired use	Mixed use development with a compatible density to single family to north
Other site considerations	Feasibility of Jennison Drive extension should be examined



**Map 11.10: Conceptual Multi-family Condominiums for Jennison Drive**

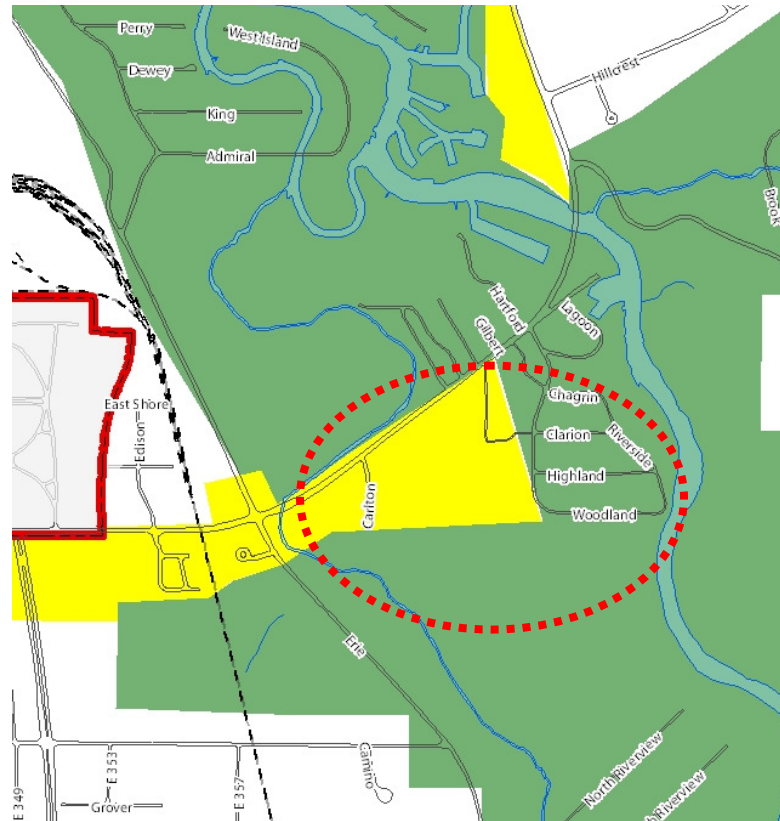


## 5. Woodlands Area

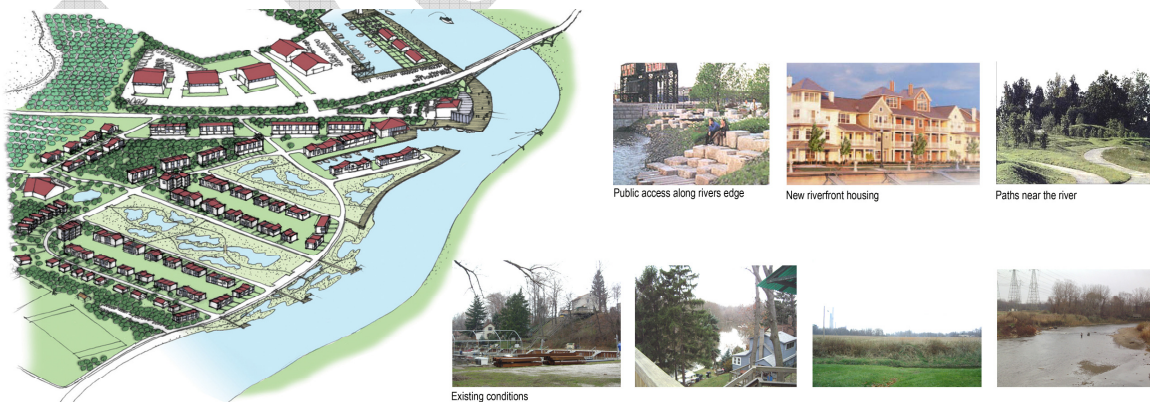
The amount of vacant property and proximity to the Chagrin River make this an extremely attractive area for development. Site limitations include lack of sanitary sewer and the significant amount of floodplain and floodway in the area. The City (as noted in Chapter 8) should update their floodplain building regulations to ensure safe development patterns in the future. This plan does not recommend the prohibition of development in this area, but stresses the environmental constraints that must be properly addressed to achieve a safe, sustainable development (Maps 11.11, 11.12).

Current zoning	R-60 (Single Family), LS-DD (Lakeshore Development)
Permitted use	No in R-60, Yes in LS-DD
Previous plans	1991- Park / Marina Development Area 2003-n/a 2004 Coastal Plan- residential with riparian setback
PCA/PDA	PDA (yellow on map) / PCA (green on map)
Code requirements	An overlay zone should be created to permit residential uses with required open space and riparian protection measures.
Desired use	Residential in PDA's with open space component in PCA. Consider mixed use trail along river as part of linkage between Chagrin River Park and Lake Erie.
Other site considerations	Floodplain/floodway area, lack of sanitary sewer

**Map 11.11: PCA/PDA Map of Woodlands Area (red circle)  
(Yellow – PDA) (Green = PCA)**



**Map 11.12: Conceptual Development Pattern of Woodlands Area**



## Category 2 Increase Industrial Base

### Narrative

Eastlake continues to maintain an active industrial base. The July 2008 land use map indicates approximately 8% of the land used as industrial/manufacturing. The vast majority of these uses are located along the SR 2 corridor with concentrations of medium to large employers located on Curtis Blvd., Lakeland Blvd. and Vokes Drive. Small to medium sized businesses are located on smaller lots along East 357<sup>th</sup>, 359<sup>th</sup>, 361<sup>st</sup> and 363<sup>rd</sup> Streets. A smaller node is emerging on Research Drive, off Erie Rd., in the southeastern portion of the city. Estimates vary, but according to the US Census, approximately 29% of Eastlake's residents are employed in the manufacturing sector.

### Goal

Provide additional areas for industrial/manufacturing development and evaluate existing zoning parameters in comparison to industry needs.

### Planning principles

Today's manufacturing/industrial practices are vastly different than those of the post WWII era. As opposed to smokestack industries, these sectors identify themselves as clean businesses with a focus on CNC machinery, medical supplies and biosciences. As such, new businesses may not require the large development standards (lot size, frontage) found in Eastlake's code.

### Suggested locations

#### 1. JFK area (new growth)

The ECDC identified the JFK site as the primary location for a new light manufacturing / office park (Map 11.13). The initial focus was the 11 acre parcel owned by the City, but the study area was expanded to include the 20 acre parcel owned by the Willoughby-Eastlake School District and the adjacent parcels to create a total development opportunity of approximately 45 acres (shown in red).

During the planning process, staff and the ECDC performed a site analysis with different proposed

**Map 11.13: JFK Study Area**





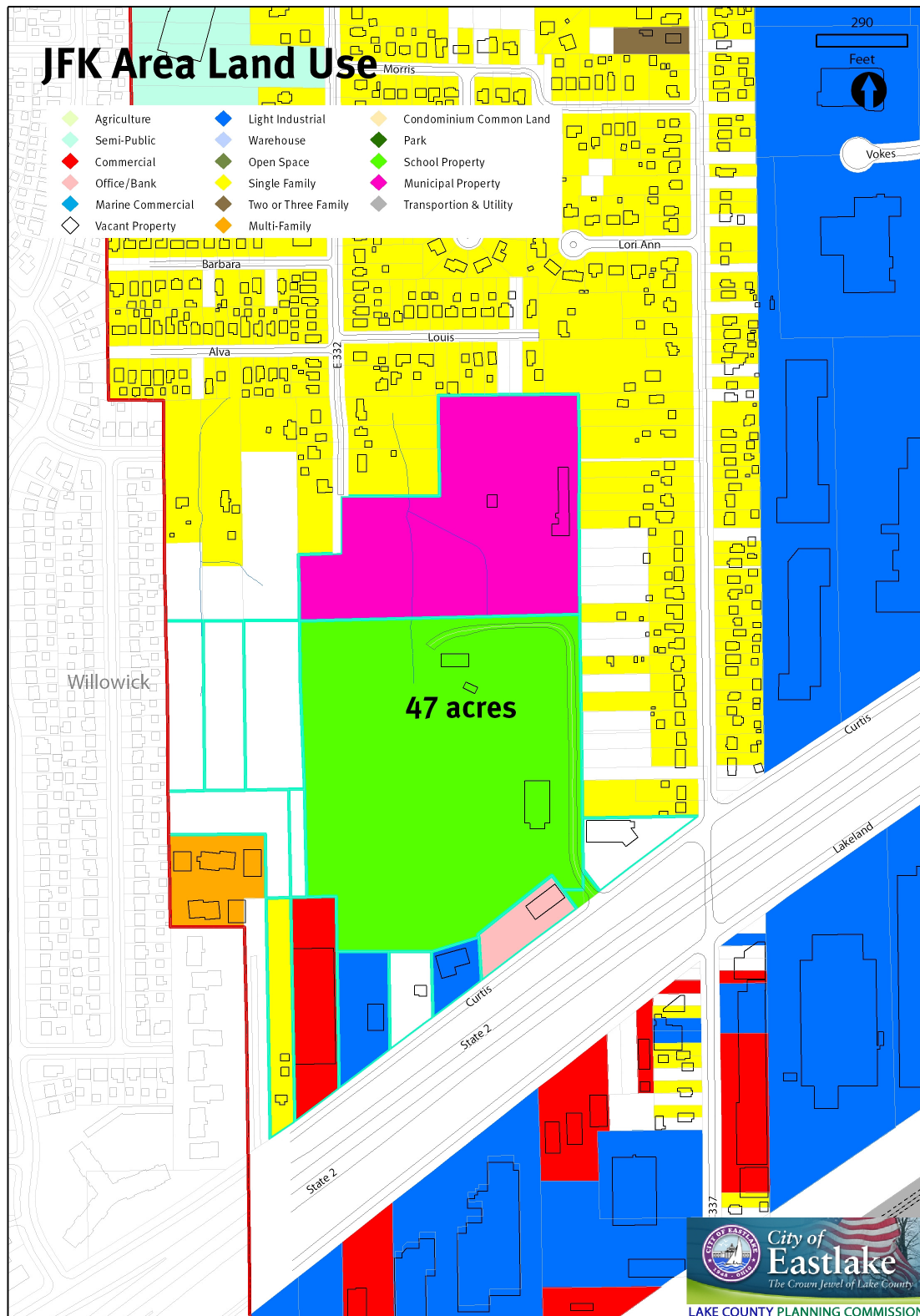
land uses ranging from educational to industrial. Regardless of the eventual use of the site, the following issues must be addressed:

- Buffering against existing adjacent residential land use (11.15).
  - As shown in the map below, the site is bordered by single family land use to the north, west and east. Proper landscape buffer strategies must be incorporated into future non-residential developments of the site. The City should create a new landscape ordinance as noted in Chapter 4.
- Potential land constraints
  - This site was a Cold War Era NIKE missile defense site. After decommissioning, it has been used as the bus garage for the Willoughby-Eastlake School District. Existing areas of the site may only be suitable for parking areas in future development plans.
  - The City should consider proactive site development steps to produce a “shovel ready” site for potential developers.
- Access to the City owned parcel
  - If development occurs in phases, the City owned parcel must find a dedicated ingress/egress point to Curtis Blvd. This plan does not encourage through traffic in residential neighborhoods.
- Zoning (Map 11.14)
  - The city’s parcel is currently zoned S-1, Suburban ‘1’. No business type uses are permitted in this zone. This zone must be changed for economic development to occur. Without creating a new zone, the existing M-1 (Industrial Park) may be the most appropriate choice. Minimum lot sizes should be reduced to accommodate emerging businesses that may not require 3 acre parcels.

**Map 11.14: JFK Study Area Zoning**



**Map 11.15: JFK Study Area Land Use**  
 (Yellow = residential / Green = School / White = Vacant, Blue = Light Industrial)





The following matrix shows the existing conditions analysis of the site performed by staff and the ECDC. Noting the variables above and understanding that owners of commercial and industrial properties pay more in taxes than it costs to provide services to the properties, it was agreed upon by the committee that the site should be actively and aggressively planned more for office and industrial park land uses as opposed to other options discussed (residential, senior care, educational, civic) (Map 11.16).

## JFK (Area) Parcel Analysis

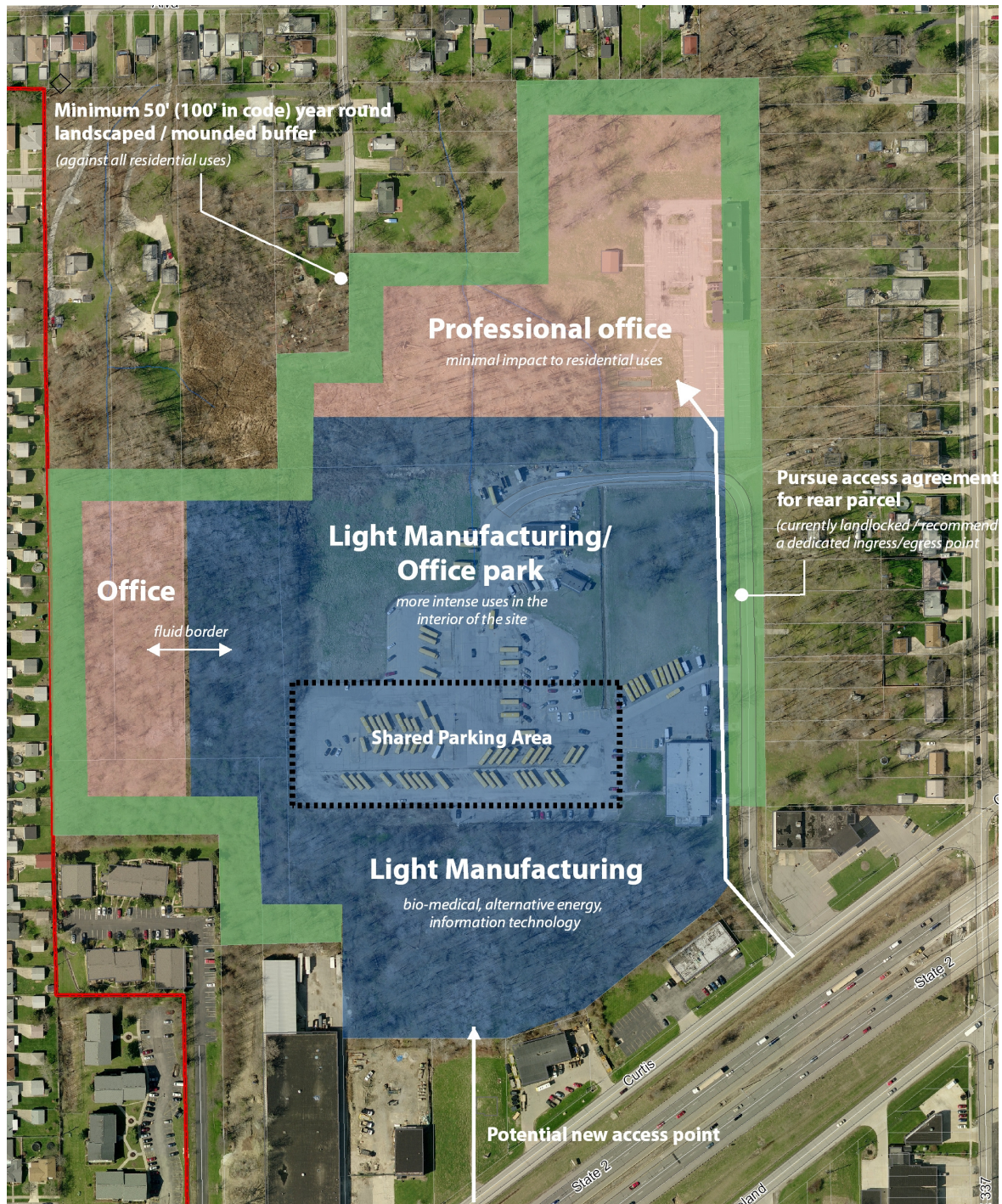
Size: 47 acres  
 Frontage: 1,700'  
 Zones: 10.87 Acres S-1, 29.44 Acres M-1, 6.59 M-2

### A. CURRENT CONDITIONS

Pros	Neutral	Cons
- size (S-1)	- visibility (marketability)	- wetlands
- east 332 access (S-1)	- hydrology (streams)	- access to interchange
- zoning districts do not need to be changed	- one acre zoning (S-1)	- potential land use conflicts
-Sewer and water	- possible school facilities relocation cost	- potential NIKE remediation
		- potential building demolition
		- limited uses in M-1 and many uses are outdated
		- limited uses in M-2
		- existing M-2 frontage lots not feasible for practical use of site.
		- S-1 lot size is not consistent with surrounding density

Current zoning	S-1, M-1, M-2
Permitted use	Yes (M-1, M-2) / No (S-1)
Previous plans	1991- identified as a future park 2003- n/a
PCA/PDA	PDA
Code requirements	A zoning change will be required for at least the city owned parcel. The M-1 zone is recommended with reduced lot size/frontage requirements.
Desired use	Manufacturing/office/technology park to support medium sizes businesses with focus on health care technologies, bio-medical and alternative energy. Office parks would also be acceptable.
Other site considerations	Dedicated access to city owned parcel. Potential site restrictions due to historic land use. Surrounding residential land uses.

**Map 11.16: JFK Study Area Proposed Zoning Strategy**





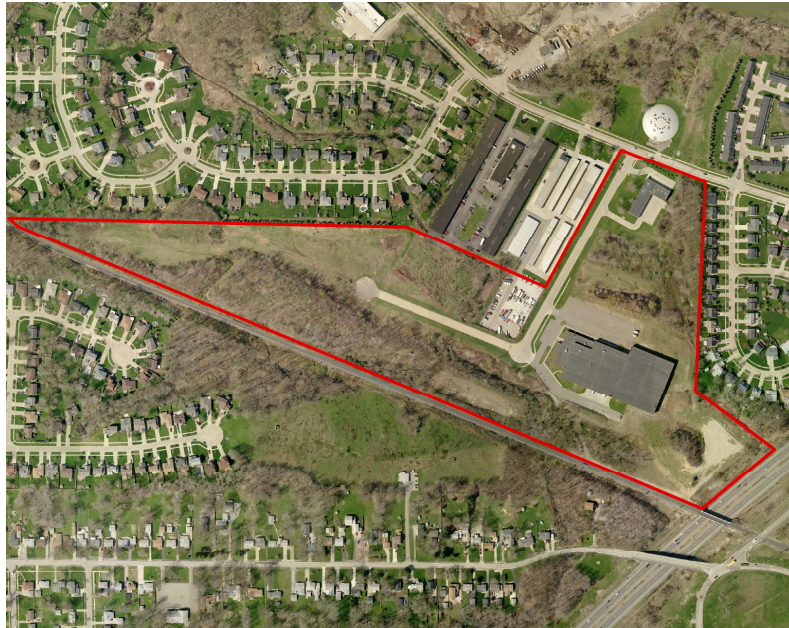
## 2. Research Drive

Research Drive is a small industrial park located in the southeast portion of the City (Map 11.17). Large vacant areas remain, but local drainage and the existing flood zone must be considered when locating new businesses in the industrial park.

In order to more actively promote this area, the City should consider:

- Reducing the minimum lot size of new businesses from 3 acres to 1 acre.
- Reducing the required frontage from 150' to 100'.
- Working with private landowners to reduce the drainage issues during high volume rain events utilizing best management practices.

**Map 11.17: Research Drive Industrial Park (red)**





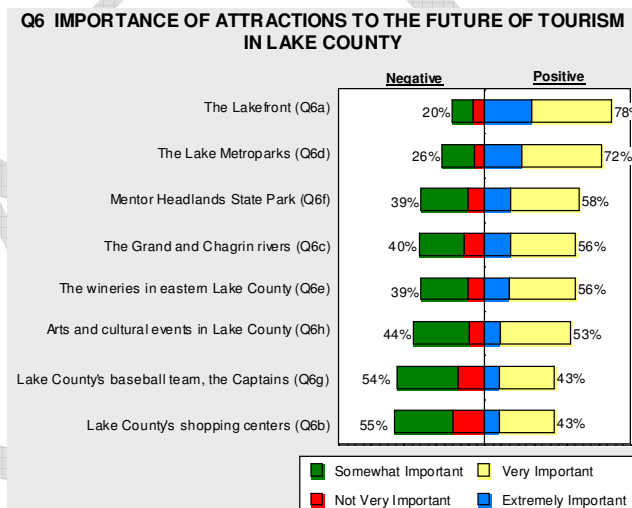
### Category 3 Recreation / leisure areas / preserve natural areas

#### Narrative

Open space and recreational areas are vital components to the physical make-up of a community. Eastlake is in a unique position with the Chagrin River and Lake Erie. In 2008, approximately 220 acres (6%) was classified as park lands. Additional recreational areas include local school playground/field facilities, the port authority boat launch and to a lesser degree, Classic Park.

Eastlake, Lake County and the entire Great Lakes region are beginning to capitalize on the natural and economic advantages provided by these natural features. Recreational trends indentified during the 2006 Lakeland Community College Economic Development Strategy include:

- Renewed interest in waterfront recreation, public access and preservation (rivers / lakes)
- More active adult / senior demographic (hiking, biking, canoeing, etc.)
- Use of recreation as tourist / economic driver
- Demand for bicycle accommodations (trails and right-of-way usage)
- Demand for camping / cabin rentals (lakefront)
- Increased demand for motorized (ATV, motorcycles, snowmobiles) recreational areas while balancing actual (or perceived) user conflicts and environmental damages



While local revenues are nearly impossible to generate, the following numbers detail the value of recreation, notably Lake Erie.

- Tourism delivers direct revenue, local taxes, state taxes and jobs.
- **\$8.7 billion** in direct sales\*
- Employs **146,800 people** in tourism-related businesses\*
- Generates **\$386 million in state tax revenue\***
- Generates another **\$229 million in local tax revenues\***

- **Beach visitors spend approximately \$20 million per year**, with 50% of these dollars spent in local Lake Erie communities \*\*

- **Ohio anglers along Lake Erie spend approximately \$300 million each year\*\*\***

*Lake Erie Tourism Economic Impact Report, Longwoods International/Rovelstad and Associates, 2005, economic impact study of tourism in Ashtabula, Lake, Cuyahoga, Lorain, Erie, Ottawa and Lucas counties.*

*\*\* The Economics of Lake Erie Beach Users 1998, OSU Ohio Sea Grant*

*\*\*\* ODNR Division of Wildlife and American Sportfishing Association*

## Goal

Provide increased opportunities for recreational activities in the City, predominately along the waterfronts, and link existing amenities along the Chagrin River corridor to create a destination based economic asset.

## Planning principles / Suggested locations

The following guidelines established in the Lake County Coastal Plan are applicable for this plan. They include:

- Preservation of Chagrin River islands as a nature preserve. These privately owned islands should be purchased and preserved as public land, protecting the native vegetation and wildlife and allowing for limited pedestrian access via a footbridge from WestIsland Drive. Minimally invasive raised walkways and interpretative signage could be installed on the island to enable people to explore the islands without disturbing the natural setting (Map 11.19).

**Map 11.19: Chagrin River Islands (near mouth)**



- Increased public access to Lake Erie and the Chagrin River corridor.

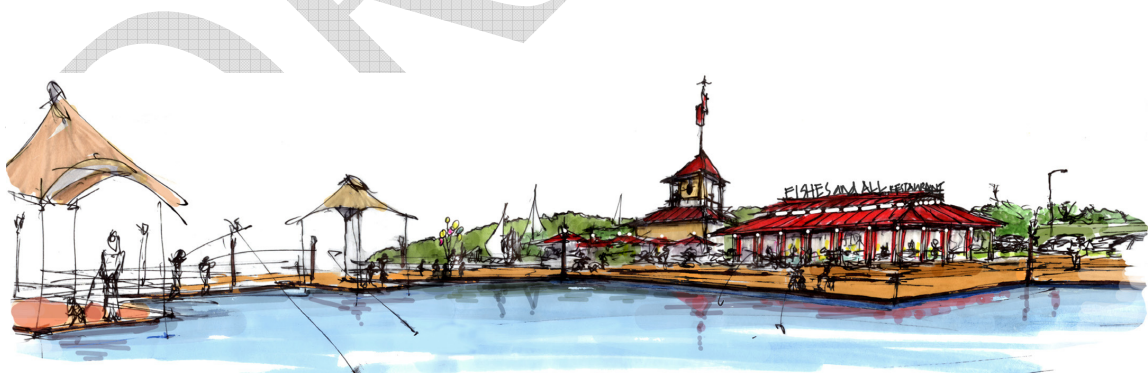
- Creation of a barrier island out of dredge tailings to provide wildlife habitat and a fish breeding area, and to establish a safe harbor area for boaters (Map 11.20).

**Map 11.20: Protected Safe Harbor and Potential Fishing Pier**



- Extending the pier out into the lake to create more public space at the water's edge and allowing for the addition of transient docks. The extended pier could include small shelters to enhance the enjoyment of the lake in inclement weather. The pier extension must be designed not to affect the water intake infrastructure of the First Energy facility (Map 11.21).

**Map 11.21: Conceptual Fishing Pier (Erie Rd.)**



- A look-out tower at the river's edge that would provide views of the islands and the lake.

Additional recommended strategies:

- The Chagrin River Park attracts over 200,000 visitors annually. The City should continue to work with Lake Metroparks, Eastlake Port Authority and other agencies to



link the Chagrin River Park to the river islands and ultimately Lake Erie (Map 11.22). Ultimately, this waterfront trail could be linked with a potential trail in Willoughby linking Lake Erie to Daniels Park. Trail connections from Ward Creek (east) and the Syracuse property (east) is recommended over the long-term

**Map 11.22: Proposed River Trail Linkages**

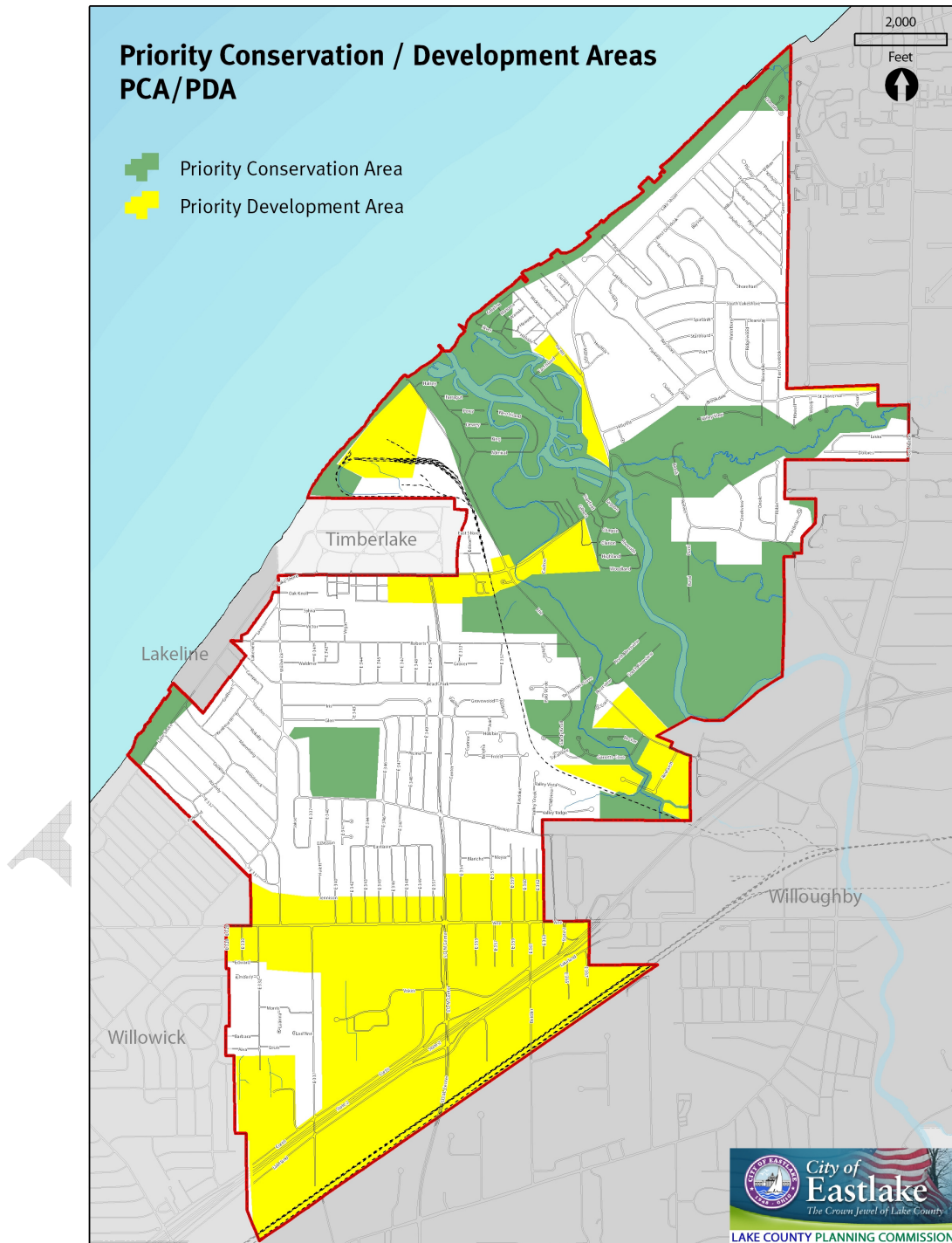


- Consider usable open space requirements in future residential developments. Required side/ rear yard setbacks and property line/project boundaries should not be counted as usable open space. Open space shall be centrally located and/or protect environmentally significant attributes of the site including riparian corridors, steep slopes, floodplains and timber stands.



- Development restrictions in environmentally sensitive areas and PCAs during the site plan review of future development (Map 11.23). Tools available include land purchase, conservation zoning, floodplain ordinances and riparian setbacks.

**Map 11.23: Priority Conservation and Development Areas**



- Facilitate proactive partners with conservation and funding agencies. Conservation and planning has evolved into a team-oriented mission. The following partners will allow for greater success in achieving conservation goals of the city.
  - Port Authority of Eastlake
  - Lake County Soil and Water Conservation District
  - Chagrin River Watershed Partners, Inc.
  - Ohio Department of Natural Resources
  - Cleveland Museum of Natural History
  - Trust For Public Lands
  - Lake Metroparks
- Encourage riparian setbacks along designated watercourses using setbacks established by the CRWP, Inc.
- Incorporate flood damage reduction measures into the building code (see pp. 83-86). These include:
  - Two foot freeboard
  - Cumulative Substantial Damage and Substantial Improvement
  - Fill Restrictions
  - Foundation Design



## Category 4 Commercial Development Standards

### Narrative

Commercial design standards are becoming commonplace in community zoning ordinances. Architectural Board guidelines are found in Section 1305 of the City ordinance, but there are no specific regulations governing the appearance of commercial or industrial development.

Structural appearance and overall aesthetics are important components to create a viable business area. Most commercial and industrial buildings in the City are designed with the lowest cost as the primary consideration, and usually have a very utilitarian appearance (Map 11.24). The fact that land is cheaper, businesses have less money to invest in a structure, or that incomes are lower than in more affluent suburbs are not justifiable excuses for poor architectural design.

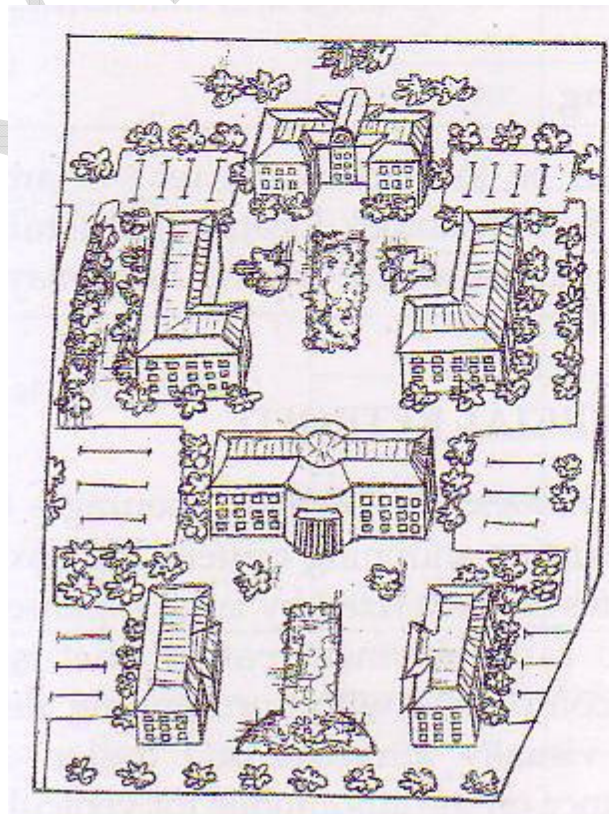
**Map 11.24: Vineyards Shopping Center**



Building orientation, traffic considerations and landscaping are also important components to successful commercial development projects (Map 11.25).

The Vine Street 2020 plan prepared for Eastlake is an excellent resource for the city to use as a model for design guidelines.

**Map 11.25: Mixed Use Town Center Development**



### Goal

Establish clear and fair design standards for future commercial development and redevelopment activities, thereby improving the image and appearance of the city center.

### Planning principles

Design Standards are an effective tool to help shape the appearance and function of the built environment. Design guidelines should contain appropriate examples and graphics to accurately portray the style and type of commercial development desired by Eastlake. The standards

should be flexible enough to accommodate small-scale retail and big box development. Regardless of scope, all projects should consider the following:

- Surrounding neighborhood: developments should contribute to and enhance the area by respecting the scale, proportion and architecture of an area.
- Improve vehicular / pedestrian circulation between project site and adjacent land uses
- Minimize impact of visual character, noise and light.
- Environmentally sensitive development practices (bio-swales, renewable energy (wind/solar), pervious pavement)

Eastlake should consider a new site plan review amendment to the zoning ordinance to promote efficient and safe use of land and require increased standards for project layout and design. To the extent possible, the site plan review process should be completed in a timely manner as to not hinder new business starts. The development community is more than willing to adhere to zoning and design standards as long as they are easy to interpret/use and do not present an unnecessary burden on the project.

**Map 11.26: Building Façade(s)  
Using Design Guidelines**

### Suggested modifications

Design guidelines should be incorporated into Part 11 or Part 13 of the ordinance and include:

#### Building mass/orientation

- Prohibit large simple building footprints; require variations in the footprint that are not superficial.
- In addition to standard setback provisions, buildings should take into consideration the context of the entire commercial area, location of adjacent uses and location of major traffic generators.
- Buildings with plazas or angled corners are encouraged at corner locations.
- Placement of buildings should facilitate and encourage pedestrian activity and provide a visual link to the street and sidewalks (Map 11.26).
- Buildings and main entrances should be oriented toward the primary street frontage.





#### Exterior walls (Map 11.27)

- Materials: brick, stone, or a combination of masonry materials and wood. Metal pre-fabricated structures should not be permitted.
- Pattern: require repeating, offset, reveal, pilaster, projecting ribs, fenestration patterns, piers, color change, texture change, material module change.
- Base: require recognizable wainscot.
- Top: require cornice treatments, overhangs, brackets, stepped parapets.
- Four sided design: walls must include materials and design characteristics consistent with those on the front.
- Projections and recesses: require wall plane projections and recesses for long walls.
- Street facing walls: require breaking up walls with change in plane, texture, windows, or other equivalent elements that divide the wall into human scale proportions.
- Facades: require divided and proportioned using features such as windows, display areas, entrances, arcades, arbors, and awnings along a percentage of the façade.
- Building entrances: require clear definition with an awning, arcade or portico.
- Transparency: require window coverage along a percentage of a wall.
- Garage doors: require segmentation, windows, recession behind a building façade, positioning where they don't face the street.

#### Roof

- Require overhangs, minimum slope, regulate maximum continuous plane of roofline.
- Rooftop mechanical equipment: require screening

**Map 11.27: Building Façade(s)  
Using Design Guidelines (continued)**





#### Building colors

- Require muted colors, limit use of primary or corporate colors.
- Limit color changes to change of plane or reveal line.

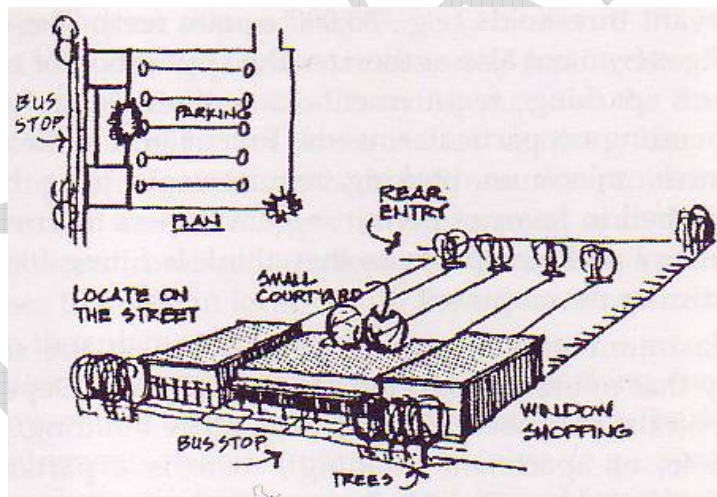
#### Gas station canopies

- Require support pole covers.
- Require recessed lighting, limit number of fixtures and lumens.
- Prohibit corporate branding and colors along the entire fascia.

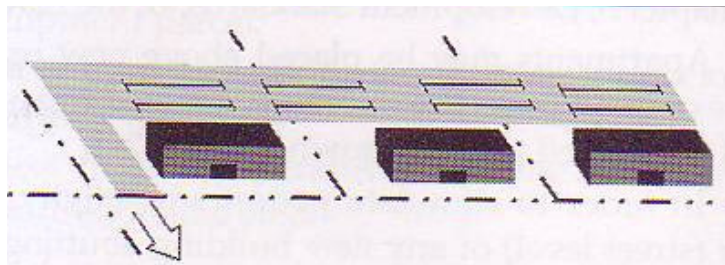
#### Parking (Maps 11.28, 11.29)

- Encourage parking to the rear of structures or in centralized locations of retail shopping centers.
- Encourage pedestrian accommodations from parking area to structures. Design parking areas so pedestrians travel parallel to moving vehicles.
- Should be designed with a clear hierarchy of circulation.
- Should include proper interior and perimeter landscaping treatment. Proper interior landscaping can assist with traffic circulation patterns.
- Encourage shared parking and access between adjacent businesses to reduce the amount of curb cuts onto major streets.

**Map 11.28: Commercial Parking Layout (parking in rear, building oriented close to right-of-way)**



**Map 11.29: Shared Parking Example**



## **Category 5**    Mixed Use Zoning / Town Center Concept (Entertainment District)

### **Narrative**

Communities, including Eastlake, have traditionally separated land uses via three primary zoning schemes: residential, commercial and industrial. This strategy has resulted in 'islands of development types, vast tracts of residential developments separated from commercial and office areas. Referred to as Euclidean zoning, this method has lost some it's applicability with today's land use planning tools, most notably mixed use zoning and town center development.

**Map 11.30: Conceptual Town Center (Main Street)**



Mixed use zoning, as defined by the Ohio Planning Conference, is “zoning that allows for a mixture of uses within the same district.” This provision is typically necessary to create Town Center areas of a City (Map 11.30). Other tools include Planned Unit Developments and Overlay Zones, both of which can provide for a mixture of land uses on a single development plan.

Eastlake's LS-DD (Lakeshore Development) district does provide for a potential mix of land uses but lacks the development controls necessary to complete the town center approach.

### **Goal**

Create innovative planning and zoning tools to address emerging development and /or redevelopment trends in the City. This includes small-scale town centers, mixed used neighborhoods and infill development on commercial greyfields.

### **Planning Principles**

Mixed-used zoning is often found in urban core areas (Cleveland) and small community downtown areas (Willoughby, Madison Village, Hudson, Chagrin Falls). Over the past decade, suburban communities have successfully adopted modified versions of mixed-used zoning in an attempt to provide similar town center development patterns. Examples can be found in Hudson, Columbus, Westlake, Lyndhurst and Green (near Dayton).

General characteristics of mixed-use zoning include:

- Permissive ordinances that allows residential (typically at a higher density than found in the community), business and recreational uses on a single development plan.
- Elevated design standards to create a unique sense of place.
- Accommodations for pedestrian mobility throughout development.
- Increased building height standards to create buildings with unique character.
- Relaxed setback and parking provisions

Mixed use zoning can be achieved in multiple ways. According to “A Guide to Ohio Planning,” overlay zoning and special districts are two techniques commonly used in Ohio. Overlay zoning creates a district that is applied to a specific geographic area to achieve a particular goal. In Eastlake, a town center is envisioned along Vine Street. Overlay zoning would be an appropriate tool. For example, the B-1 uses would be permitted under the baseline zoning, but certain residential uses and a specific set of design guidelines would accompany the new overlay zone.

Creating an entirely new code, as discussed in the Vine Street 2020, plan is another technique to achieve a desired development style on the City. City leaders could precisely (or loosely) create an ordinance that reflects the goals of this plan. Referendum zoning in the City may provide an unnecessary obstacle for this option.

The Planned Unit Development (PUD) process is the third option for creating mixed use areas, i.e. town centers. PUD’s ordinances “allow communities to relax rigid development standards through the development review process” (Guide to Planning in Ohio). PUD’s often have an open space requirement built into the overall development plan. If too flexible, PUD’s can vary greatly from site to site creating an administrative burden on the city and potentially diluting the overall desired image of an area. PUD’s can be implemented through rezoning, conditional use permit or as a floating zone.

With new mixed use zoning provisions in place, this plan recommends a New Urbanism format / Smart Growth model for redevelopment along Vine Street. While not all concepts are applicable to Eastlake, general design principles include:

- **Walkability**

- Most things within a 10-minute walk of home and work
- Pedestrian friendly street design (buildings close to street; porches, windows & doors; tree-lined streets; on street parking; hidden parking lots; garages in rear lane; narrow, slow speed streets)
- Pedestrian streets free of cars in special cases

- **Connectivity**

- Interconnected street grid network disperses traffic & eases walking
- A hierarchy of narrow streets, boulevards, and alleys
- High quality pedestrian network and public realm makes walking pleasurable

**Mixed-Use & Diversity**

- A mix of shops, offices, apartments, and homes on site. Mixed-use within neighborhoods, within blocks, and within buildings
- Diversity of people - ages, income levels, cultures, and races

- **Mixed Housing**

- A range of types, sizes and prices in closer proximity

- **Quality Architecture & Urban Design**



- Emphasis on beauty, aesthetics, human comfort, and creating a sense of place; Special placement of civic uses and sites within community.

- **Traditional Neighborhood Structure**

- Discernable center and edge
- Public space at center
- Importance of quality public realm; public open space designed as civic art
- Contains a range of uses and densities within 10-minute walk
- Transect planning: Highest densities at town center; progressively less dense towards the edge.

- **Increased Density**

- More buildings, residences, shops, and services closer together for ease of walking, to enable a more efficient use of services and resources, and to create a more convenient, enjoyable place to live.
- New Urbanism design principles are applied at the full range of densities from small towns, to large cities

- **Green Transportation**

- A network of high-quality trains connecting cities, towns, and neighborhoods together
- Pedestrian-friendly design that encourages a greater use of bicycles, rollerblades, scooters, and walking as daily transportation

- **Sustainability**

- Minimal environmental impact of development and its operations
- Eco-friendly technologies, respect for ecology and value of natural systems
- Energy efficiency
- Less use of finite fuels
- More local production
- More walking, less driving

- **Quality of Life**

Taken together these add up to a high quality of life well worth living, and create places that enrich, uplift, and inspire the human spirit.

## Suggested locations

Mixed use zoning and town center ideas can be applied to many areas throughout a community. In Eastlake, Vine Street and portions of Lakeshore Blvd. are the primary targets for this strategy.

### 1. The Vineyards Area

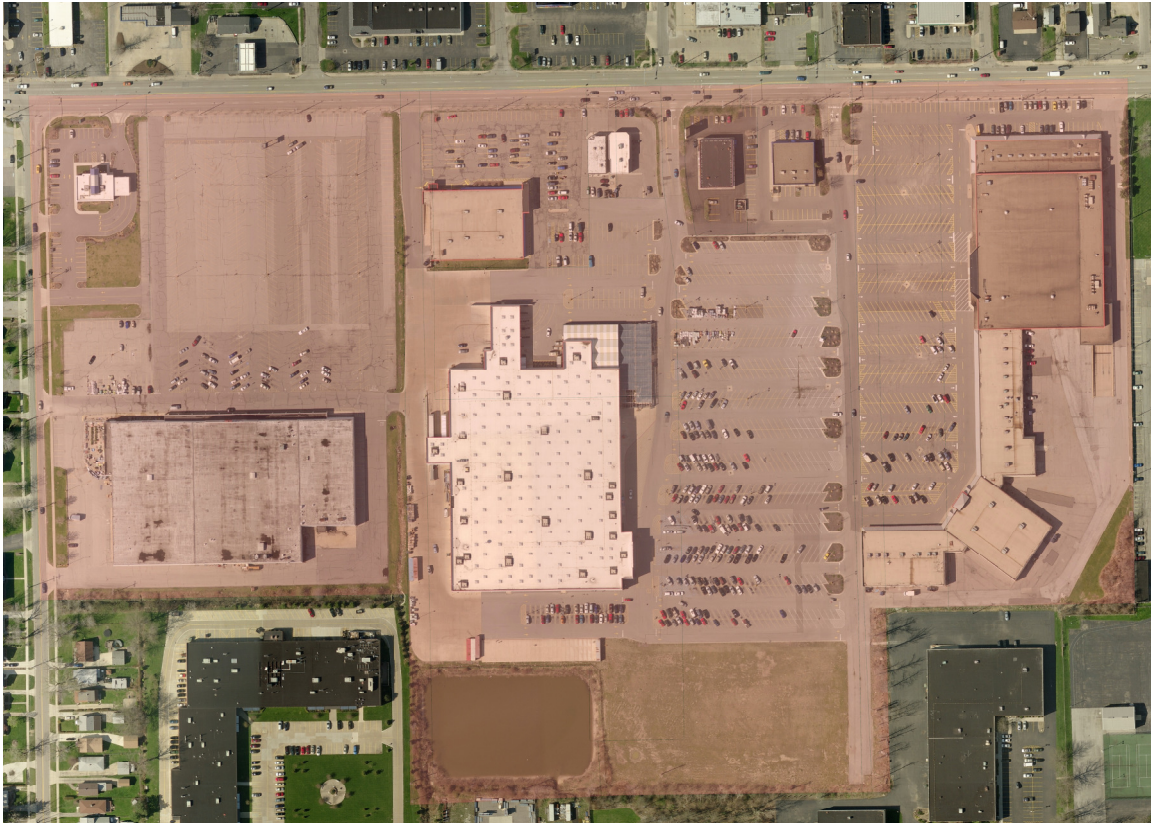
The Vineyards (area) shopping complex is an approximately 51 acre retail shopping district in the heart of Eastlake's business district Map 11.31, 11.32). This plan recommends long-term zoning strategies to create a more vibrant town center shopping destination. A site analysis indicated the following characteristics of the site:

- Zoned B-1, Retail Business
- 15 parcels (8 owners)
- Approx. 51 acres (2,221,568 sq. ft.)
- Approx. 10.7 acres (465,440 sq ft.) gross building space (8 primary structures)
- Approx. 4.5 acres (194,607 sq. ft.) area
- Approx. 35.8 acres (1,561,513 sq. ft.) parking / traffic circulation areas
- 2,252 parking spaces (excessive)
- 7 curb cuts along Vine Street
- Approx. 2,000 feet of street frontage
- Inconsistent signage
- Minimal, if any, parking lot landscaping and traffic control
- Inconsistent architectural design
- No pedestrian access between structures

**Map 11.31: Existing Vine Street Commercial Layout (Vineyards Area)**



**Map 11.32: Primary Commercial Shopping Area (red)**



The guidelines and details discussed in the Vine Street 2020 document are consistent with the strategies discussed during the ECDC planning process. Of note, the City should focus on improving the retail/commercial aspect rather than introducing residential component to the site. Over the long-term, this demand may change.

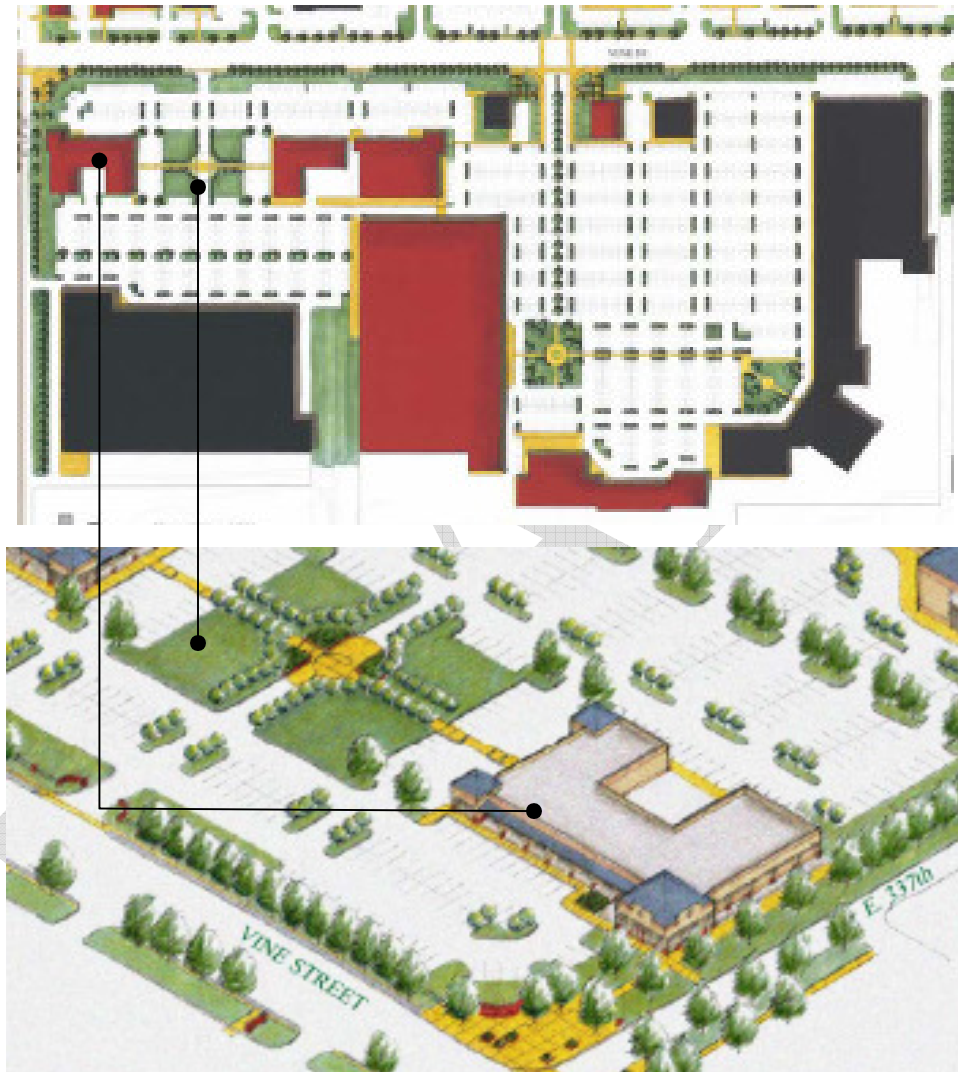
Understanding the challenges presented with multiple owners, future projects should attempt to enhance the existing ‘big-box’ feel of the site with the design principles discussed below.

- Reduce parking requirements to facilitate the development of underutilized (and valuable) parking areas. The development of the K-Mart frontage should be considered a priority for the City. Two to three structures (*shown in red on Map 11.33*) could be constructed with a green space component (*shown in green on Map 11.33*) and still not compromise the viewshed to the existing Kmart structure.
- In phases, require parking area reconfiguration to provide organization and safe, efficient mobility for pedestrian and vehicular traffic. Landscaped islands will help control circulation patterns and contribute to the overall aesthetics of the site (*see green plantings in parking lots on Map 11.33*). Utilize landscaping enhancements into storm water management techniques.



- Enact a more detailed streetscape program along the Vine Street corridor. Resource agencies such as the Ohio State University Extension can provide a detailed program of sustainable vegetation to achieve the intent of the development program.
- Reduce the number of access points along Vine Street and create a sense of place at three defined ingress points along Vine Street. Extra landscaping, unique signage and various paving techniques should be utilized.

**Map 11.33: Proposed Improvements to Vineyards Area**

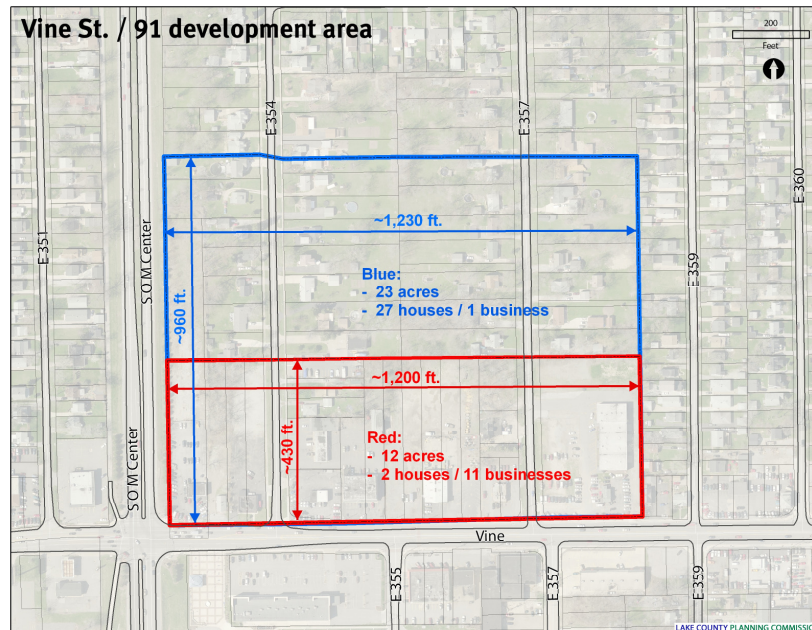


## 2. NE Corner of Vine Street and SR 91

Map 11.34: Northeast Corner of Vine Street and SR 91

The ECDC identified this area as an appropriate area to consider increasing the depth of the B-1 zoning district to make it more attractive for larger scale commercial uses. (Map 11.34) This area is also identified as an area to create a small scale mixed use town center area. This long term goal conforms to the 2020 plan and 1991 plan.

The B-1 zone currently extends approximately 500' deep off Vine Street. The area beyond the B-1 is R-60, single family. Residents and current businesses have constantly indicated the necessity of increasing the depth to approximately 1,000'. The graphic below displays a hypothetical site for a mixed used town center. Increasing the B-1 depth to 1,000' from SR 91 to the rear lot line of lots on E. 359<sup>th</sup> Street will create a 23 acre site. The impact on existing residential homes is the most obvious and direct impact of a depth of 1,000.'



The Vine Street 2020 provides a tremendous guidance document for this area. As discussed in early sections of this chapter, the City can create a new mixed use overlay zone to accomplish this project. In addition to current uses in the B-1 zone, additional land uses (residential) and design/site guidelines would be included in the zone. The city should also



evaluate the B-1 permitted uses and remove those that will not fulfill the vision of the city. For example, this site may not be the appropriate location for a car wash.

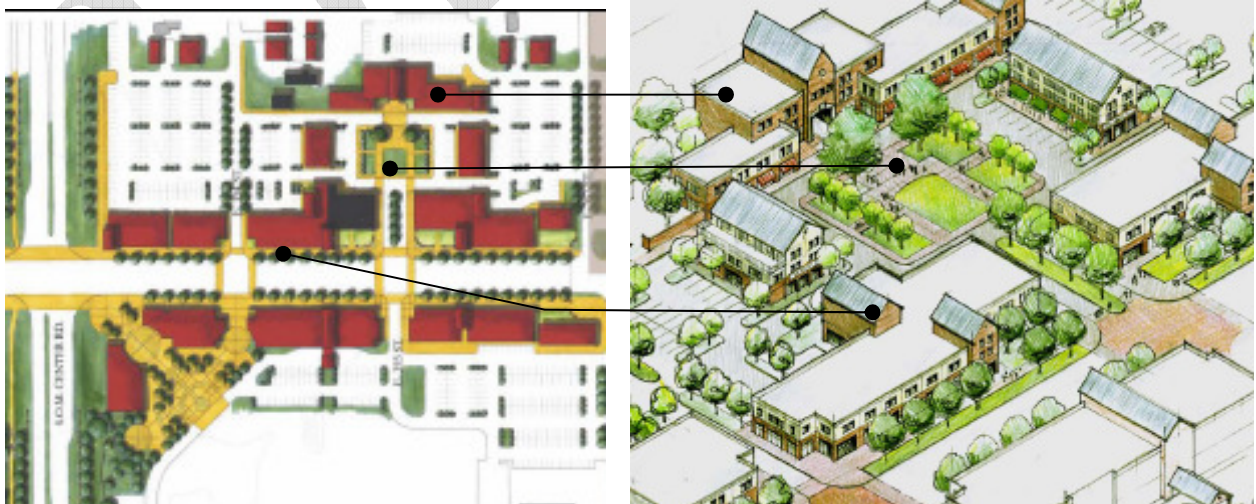
A proposed Town Center District zone is also discussed in the 2020 plan. While applicable, the City will need to place a rezoning issue on the ballot for approval.

The Planned Unit Development (PUD) process may be the preferred alternative for this site if a significant amount of parcels are assembled. The PUD process will allow the City and selected developer to design the site in accordance with the developer's visions, overall market needs and overall vision established by the community. The site is then developed in accordance with the approved plan. Design guidelines should be a component of the approved plan. Deviations from the plan will require subsequent approvals by the city.

Development of the site should include the following (see Map 11.35):

- Business/commercial uses in structures fronting along Vine Street to create a downtown feel. The existing B-1 zoning should be evaluated to reduce the front setbacks in town center areas. Variances to increase front setback are not encouraged.
- Specific design guidelines for all structures. Should incorporate design element of Classic Park to begin to create a sense of place.
- Parking to the rear and sides of all structures. This will require a reduction in the current parking requirements.
- Central open space areas flanked by retail and potential multi-family uses (*red areas on Map 11.35*).
- Central green-space (*green areas on Map 11.35*) area incorporating public art, monuments, fountains, or other landscaped features.
- Improved connection to Classic Park via pedestrian walkways and signage.
- Expanded streetscape program.

**Map 11.35: Conceptual Town Center Plan for Northeast Corner of Vine Street and SR 91**





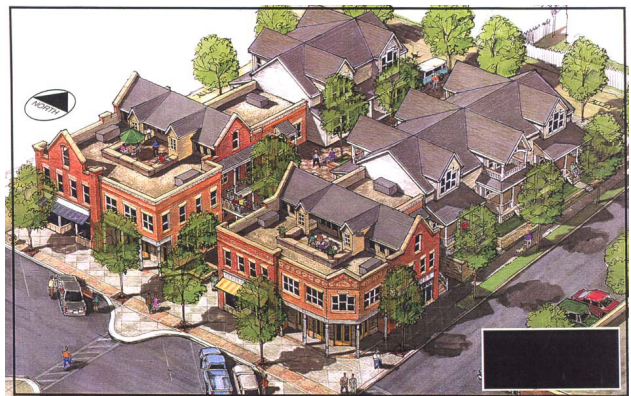
The city should require similar design features for individual development along Vine Street if large scale parcel assemblage does not occur. Map 11.36 displays commercial redevelopment on a corner parcel. Note how the structures capture the corner, has the appearance of a two story structure, provide a sense of place with the landscaping and provide landscaped side and rear parking. Parcel-by-parcel developments with these characteristics are encouraged when large scale development is not possible. The City will still have the ability to create a unified development appearance even with multiple land owners.

**Map 11.36: Conceptual Town Center Plan Vine Street and SR 91**



Examples of commercial developments along a major thoroughfare with desirable site characteristics:

**Map 11.37: Corner Lot Development Examples**



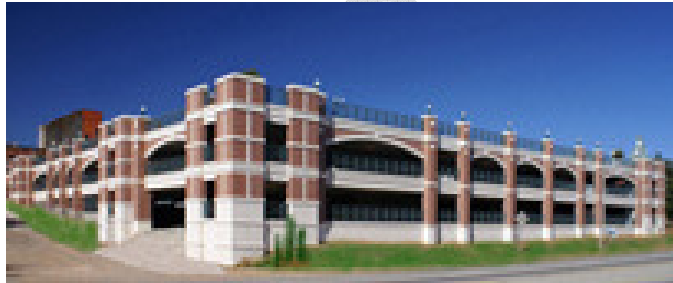
### 3. Classic Park parking lot

The southwest corner of the SR 91/Vine Street may be the most underutilized parcels in the City. The parcel(s) is approximately 6.5 acres and contains 663 parking spaces. It is currently zoning is B-1 which may be appropriate if design standards and overall site development improvements are included in the city's ordinances.

The underutilization of the site is partly attributable to the parking mandate for Captains games. The City currently has an agreement to provide 2,000 parking spaces within 1/2 mile of the stadium and this lot helps to fulfill this requirement.

An uncommon (to Lake County) remedy is vertical parking strategies (parking garage, Map 11.38). A parking garage could eliminate a significant amount of the surface area needed to provide the required parking. Furthermore, a properly designed bridge could easily be connected to the existing pedestrian bridge linking the stadium to the parking lot.

**Map 11.38: Small Scale Parking Deck**



With approximately 70 home baseball games and a handful of other events in a year, the city must examine ways to capture a portion of the audience that utilizes the parking lot. The pedestrian walkway does provide safe, efficient pedestrian access to the ballpark, but it provides for an even quicker departure after the events. Hundreds of people (if not thousands) quickly leave the area after the event without even being tempted to visit a nearby restaurant, bar or store. These uses exist along Vine Street, but the unfriendly pedestrian accommodations do not entice people to frequent local businesses.

Future development of this site would complement the stadium and the future Town Center discussed above. The traffic counts and proximity to SR 2 make this an ideal commercial development site.

Future development scenarios of this site could include (Map 11.39):

- A new boulevard style road connecting SR 91 to Vine Street
- Parking garage (accommodate existing 663 spaces currently on site)
- Hotel
- Removal of billboards
- Restaurant space with frontage along SR 91.
- Office space with immediate floor access to parking garage
- Potential multi-family along western border to abut existing apartments (market will dictate).
- Comprehensive streetscape / pedestrian enhancement within site and along SR 91.



**Map 11.39: Small Scale Parking Deck**

